

**Displaced Children and Orphans Fund:
Assessment of the POMMAR Project
in Brazil**

September 1999

by

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Contents

Abbreviations	iii
Map of Brazil	iv
Executive Summary	v
 The POMMAR Project	 1
History and Overview	1
Evaluation Design	1
Purpose of the Evaluation	1
Evaluation Team	2
Evaluation Methodology	2
Goals, Objectives, and Indicators of POMMAR and USAID/Brazil	2
Strategic Areas of Activity	5
Program Evolution	5
Financial History	6
Review of POMMAR's Activities	7
Research Grants	7
Travel and Study Grants and Subgrants	7
Vocational Training and Education	15
Protection and Advocacy	17
Health	18
Citizenship and Participation of Youth	18
Geographical Issues	19
Overall Accomplishments	21
Strengths and Weaknesses	21
Strengths of the POMMAR Project	21
Weaknesses of the POMMAR Project	22
Factors Affecting Project Implementation	22
Extrinsic Factors	22
Intrinsic Factors	23

Recommendations from the First Midterm Evaluation	24
Monitoring and Evaluation	28
Financial Monitoring	28
Measuring the Impact of NGO Activities on Beneficiaries	30
Measuring Impact on NGOs	31
Impact on the Youth Rights Movement	31
Targeting	33
Leveraging of Funds	35
Close-Out Strategies	35
Funding Mechanism with USAID	36
Partners of the Americas/Washington	36
Associao Brasileira dos Companheiros das Americas (ABCA)	38
USAID/Brazil	38
Options for the Future Funding Mechanism	39
Appendixes	A-1
Draft Scope of Work	A-1
Contacts	A-6

Abbreviations

ABCA	Associação Brasileira dos Companheiros das Américas, the Brazilian office of Partners of the Americas and also, a fully-registered Brazilian NGO
AIDS	Acquired immune deficiency syndrome
BA	Bahia State (Capital city: Salvador)
BNDES	Banco Nacional de Desenvolvimento Social, a Brazilian national development bank
CE	Ceará State (Capital city: Fortaleza)
CMV	Coletivo Mulher Vida, subgrant recipient organization
CMV	Coletivo Mulher Vida, sugrant recipient in Recife
CRIA	Integrated Reference Center on Adolescence. POMMAR subgrant recipient. Lead organization in the “Movimento”
DCOF	Displaced Children and Orphans Fund, a program of USAID
DF	Distrito Federal (Federal District: Brasília)
GAPA	Grupo de Apoio e Prevenção de AIDS, Group for Support and Prevention of AIDS
GO	Governmental organization
HIV	Human immunodeficiency virus
IDB	Interamerican Development Bank
IR	Intermediate Result (USAID terminology)
KAP	Knowledge, Attitudes, and Practices, usually referring to a survey methodology
MNMMR	Movimento Nacional de Meninos e Meninas de Rua (National Movement of Boys and Girls of the Street) Subgrant recipient organization
NGO	Non-governmental organization, commonly used to refer to non-US-based organizations
OAF	Organização de Auxílio Fraternal, subgrant recipient organization
Partners	Partners of the Americas, the US PVO that was awarded the POMMAR cooperative agreement
PE	Pernambuco State (Capital city: Recife)
PVO	Private voluntary organization, commonly refers to US-based organizations
RH	Reproductive health
SpO	Special Objective (USAID terminology)
STI	Sexually transmitted infection
TAG	Technical Advisory Group
UNICEF	United Nations Childrens Emergency Fund
USAID	United States Agency for International Development



Executive Summary

In May 1994, USAID/Brazil issued a request for applications for programs to address its special objective “at-risk youth.” The POMMAR project (“*Preveno Orientada aos Meninos e Meninas em Situação de Risco*,” “Prevention Oriented Towards At-Risk Boys and Girls”) was awarded to Partners of the Americas through a cooperative agreement (No. 512-0616-A-00-4010) for \$2,570,000 over a three-year period beginning September 30, 1994. Modification Two, dated September 26, 1996, amended the agreement, extending the project through September 30, 2000, and increasing the total funds obligated to \$5,360,000. Partners is currently requesting an additional \$575,000 to cover unexpected excess costs. In addition, USAID/Brazil is considering another project extension at a reduced rate through September 2003. The project received an external evaluation in October 1996, just after the approval of the project extension.

The original project focused on three cities in Brazil’s economically depressed Northeast Region: Fortaleza (Ceará State), Recife (Pernambuco State), and Salvador (Bahia State). During the extension project, at the request of USAID/Brazil, Brasília was added as a fourth target city.

Project Objectives and Intermediate Results

USAID/Brazil currently defines “at-risk youth” as follows: “Children and youth who are separated from appropriate family/parental-like care and protection, or are at risk of becoming separated.” The goals and objectives of the POMMAR project have evolved over time, accompanying the evolution in thinking regarding at-risk youth.

In 1998, POMMAR and USAID/Brazil together refined the USAID/Brazil Special Objective for at-risk youth. This modification was also adopted by POMMAR to replace the objectives outlined in the 1996 extension proposal. The new Special Objective and Intermediate Results follow:

SpO: Improved ability of at-risk children and youth to become productive, healthy citizens

IR1. Society engaged in decreasing violence against youth

IR2. Educational preparation of program-assisted youth increased

IR3. Awareness of health-related behavior by program-assisted youth increased

IR4. Dissemination and adoption of lessons learned and successful approaches

POMMAR has also redefined its strategic areas of activity for the project. These include the following:

1. Protection and Rights - area of special emphasis: sexual exploitation and abuse, especially among girls.
2. Vocational training - including incentives for formal general education as a necessary facilitating factor for successful vocational training and subsequent productive activity.

In addition to these two strategic areas of activity, POMMAR has defined the following two strategic crosscutting issues:

1. Health, including improving access to health services for adolescents, with an emphasis on RH/HIV/AIDS.
2. Participation by youth in policy and programs, called *protagonismo* in Portuguese.

Purpose of the Evaluation

The purpose of the second midterm evaluation was to assess the implementation thus far of the recommendations made by the first midterm evaluation team:

- Assess the adequacy of POMMAR's management and monitoring mechanisms;
- Evaluate progress to date toward achieving established objectives;
- Assess the adequacy of the current granting mechanism and recommend changes as needed;
- Assess progress toward the design of a phase-out strategy;
- Identify constraints to achieving project objectives and make recommendations for project improvement; and
- Provide recommendations for refining the strategy for the projected three-year extension.

Evaluation Team

The evaluation team consisted of two people. The team leader, Donald Whitson, MD, MPH, is a pediatrician and community health physician and director of primary health care of Fundao Esperana, a Brazilian NGO. He was also team leader for the first midterm evaluation. Frederick Spielberg is a free-lance consultant in international relief and development, with 15 years of field experience in Latin America and Africa.

Evaluation Methodology

The evaluation consisted primarily of internal document review, interviews with individuals and groups, and site visits. The evaluation took place from June 27 through July 10, 1999. During that period the team traveled to Fortaleza, Recife, Salvador, and Brasília and met with representatives from 16 former and current subgrant recipient organizations, with POMMAR staff, USAID/Brazil, Partners/Brazil, and with several other organizations involved in programs for at-risk youth. The evaluators did not meet with anyone from Partners/Washington. The team made final presentations to POMMAR and to USAID/Brazil. The evaluation was funded by the Displaced Children and Orphans Fund contract.

Findings

The modification of objectives and indicators makes objective evaluation more difficult. Nevertheless, they reflect improved conceptualization of the problem of at-risk youth, and will be easier to monitor and evaluate in the future.

POMMAR has overcome most of the problems noted in the previous evaluation. A more directed approach to subgrant selection has largely solved the earlier problem of a lack of criteria for subgrants, and the subgrant approval process is much quicker than before. Financial and programmatic monitoring of subgrant recipients is much tighter and more systematic, and subgrant funds are reaching the subgrant recipient organizations (indeed, spending on subgrants is now ahead of the budget projection). Follow-on grants were used as a means to effectively extend the time and amount of subgrants as recommended.

Research and training are now more closely linked to subgrant recipient and project needs than before. Travel and study grants and the Technical Advisory Group were eliminated, as recommended in the previous evaluation.

POMMAR has provided 29 subgrants to 24 different NGOs (not counting several very small grants early in the project and projects restricted to technical assistance alone). These constitute a diverse portfolio of projects and organizations in each target city. Nearly all of the beneficiary organizations cite POMMAR's active role as not a simple funding agency, but a partner in programmatic and institutional development. Institutional strengthening activities have shifted away from training and toward individualized technical assistance, taking advantage of permanent staff in each target city except Brasília.

POMMAR has been especially effective in networking. POMMAR participates actively in interinstitutional councils for at-risk youth issues in all three cities in the Northeast, and has been instrumental in stimulating participation of subgrant recipients on these councils. The placement of permanent staff in each target city increased the ability to build links among NGOs, governmental agencies, and other funding agencies. Evidence of this role is seen in POMMAR's success in leveraging resources from other funding agencies for subgrant recipients. POMMAR has been directly involved in obtaining a total of approximately \$800,000 from other funders for subgrant recipient NGOs.

POMMAR has taken steps to improve impact measurement, but the efforts are still insufficient. POMMAR can document 3,449 direct and 6,898 indirect beneficiaries of programs it supports. In addition, 84 percent of direct beneficiaries have been reached by health-related prevention and service programs, nearly all beneficiaries are in formal school, and 85 percent of these were promoted to the next grade level last year. Of youth finishing vocational courses, 26 percent are employed. There have been 101 grievances for sexual exploitation and abuse lodged, 107 young people are receiving legal support, and 774 are receiving psychosocial support. The average length of sentences for violation of rights has risen. A total of eight organizations have documented their methodology and shared it with others. Although this impact information is an

improvement over three years ago, this effort to measure impact is not enough. The data collection has generally been “external” to the projects, rather than built into project design, and a lack of baseline data hampers interpretation of some of the information. Likewise, no systematic effort has been made to objectively measure improvements in institutional strength of subgrant recipients.

Other areas that need improvement include POMMAR’s lackluster performance in job placement of participants in vocational training and its poor record on financial sustainability of subgrant activities (especially microenterprise development). In addition, the evaluators found wide variations in targeting of resources toward those truly at risk. POMMAR could be more conscious of targeting methods being used by projects and help subgrant recipients further develop and replicate those that are most promising.

With respect to the grant mechanism and the role of the various institutions involved, the evaluators found that POMMAR, ABCA, and USAID/Brazil have improved their working relationship and are generally fulfilling their respective roles and responsibilities appropriately. Partners/Washington, however, has fulfilled very few of its obligations as defined in the project proposal, including the provision of promised matching funds. The “value added” to the project by Partners/Washington is very low given its relatively high indirect cost rate. This should be taken into serious consideration when designing the grant mechanism for an extension to 2003.

Principal Recommendations

- POMMAR has generally been effective in addressing the problem of at-risk youth in northeastern Brazil. The evaluators agree that additional resources for an extension to 2003 will contribute to maximizing and consolidating the impact of the project.
- *Continue to systematize successful experiences.* Several models for NGO initiatives have been documented and publicized by POMMAR already. This could also include successful targeting methodologies and innovative means to measure impact easily and quickly.
- *Continue to promote networks.* The coalitions fostered in all four cities may prove to be the most lasting legacy of POMMAR, in terms of public awareness, policy change, and cooperation among civil society organizations. Continuing support to these networks should remain a priority, especially inasmuch as funding permits them to strengthen and formalize the organizational arrangements, rather than simply funding one campaign or workshop.
- *Conduct impact measurements.* As mentioned above, the need for quantifiable measurements of the value of activities supported should be built into all projects that POMMAR funds. Baseline information should be collected at the start of any project, measurement should be ongoing, and should be built into each project. New funding to NGOs may be made contingent upon the conducting of a baseline survey, for instance.

- *Emphasize NGO sustainability.* Several of the standard strategies for NGO survival ought to be more forcefully promoted: diversification of funding bases; partnerships with the private sector; engaging in income-generating activities; and generally professionalizing the organizations, through such means as collecting membership dues, providing quality services, etc.
- *Scale down the portfolio.* POMMAR should limit the number of new NGOs that it supports six years into its existence. Priority might better be given to follow-up activities that build on prior projects, especially those that replicate proven successes.
- *Consider altering the funding mechanism for the extension.* USAID/Brazil and DCOF should consider the possibility of a cooperative agreement directly to ABCA instead of with Partners/Washington. This would greatly reduce administrative costs and maximize the amount of funding that reaches subgrant recipients.

The POMMAR Project

History and Overview

In May 1994, USAID/Brazil issued a request for applications to support programs for at-risk youth in Fortaleza, Recife, and Salvador, three cities in the economically depressed Northeast Region of Brazil. Partners of the Americas, a Washington-based private voluntary organization (PVO) was awarded a two-year cooperative agreement (Number 512-0616-A-00-4010) to support its project, POMMAR (Prevenção Orientada aos Meninos e Meninas em Situação de Risco or Prevention Oriented Towards At-Risk Boys and Girls). The three-year agreement was signed September 30, 1994, for a total of \$2,570,000. The agreement was amended on September 30, 1996, extending the project completion date to September 30, 2000, and awarding an additional \$2,790,000. This increased the total amount of funds obligated to \$5,360,000.

POMMAR has recently requested an additional \$575,000 to cover excess costs through September 2000. This extension is in negotiation and is likely to be approved. POMMAR is also negotiating another project extension at a reduced (and probably a decreasing) funding level through September 2003.

The project received an external evaluation in October 1996, just after the approval of the project extension. At the time of the midterm evaluation, POMMAR had just named a new Project Director, Stuart Beechler, who had arrived only days before the evaluation.

Evaluation Design

Purpose of the Evaluation

The purpose of the second midterm evaluation was to assess the implementation thus far of the recommendations made by the first midterm evaluation team:

- Assess the adequacy of POMMAR's management and monitoring mechanisms;
- Evaluate progress to date toward achieving established objectives;
- Assess the adequacy of the current granting mechanism and recommend changes as needed;
- Assess progress toward the design of a phase-out strategy;
- Identify constraints to achieving project objectives and make recommendations for project improvement; and
- Provide recommendations for fine-tuning the strategy for the projected three-year extension.

See Appendixes for the draft scope of work for the evaluation.

The second midterm evaluation was conducted from June 27 to July 9, 1999, approximately three years after the first midterm evaluation, and approximately five years after the start date of the project. The evaluation was funded by the Displaced Children and Orphans Fund contract (DCOF).

Evaluation Team

The evaluation team consisted of two people. The team leader, Donald Whitson, MD, MPH, is a pediatrician and community health physician and director of primary health care of Fundao Esperana, a Brazilian NGO. He was also team leader for the first midterm evaluation. Frederick Spielberg is a free-lance consultant in international relief and development, with 15 years of field experience in Latin America and Africa. Both team members have experience working with children and adolescents and in conducting evaluations, and both speak Portuguese.

Evaluation Methodology

The evaluation consisted primarily of internal document review, interviews with individuals and groups, and site visits. The team visited almost all of the current subgrant recipients, as well as representatives of several organizations whose subgrants had ended. In addition, the team met with all members of POMMAR's technical and managerial staff, USAID/Brazil, ABCA (the Brazilian Partners office), and several other collaborating organizations that are important in child and adolescent welfare, including the Oderbrecht Foundation and the director of the national Department of the Child and Adolescent of the Brazilian Ministry of Justice.

The team traveled together to Fortaleza, Recife, Salvador, and Brasilia for the site visits. Both team members participated in all the meetings. An informal discussion guide was used during the interviews to ensure that required information was collected. Interview topics included the overall purpose and programs of each organization being supported, the program being supported by POMMAR's subgrant, the organization's assessment of the quality of POMMAR's collaboration, the manner in which the project fits into the organization's overall program, budgetary issues, sustainability, and a qualitative assessment of the impact of the project.

Goals, Objectives, and Indicators of POMMAR and USAID/Brazil

The concept of what constitutes at-risk youth, the best strategies for prevention and management of the problem, and the best method to measure impact of programs and monitor progress toward improvement have been evolving constantly in response to the experience of programs and the growing sophistication of the debate about at-risk youth. POMMAR and USAID/Brazil's repeated modifications of these elements reflect this process. This section outlines the evolution of POMMAR and USAID/Brazil's goals and objectives for activities aimed at at-risk youth since the modifications made for POMMAR's 1996 extension proposal.

USAID/Brazil defines “at-risk youth” as follows: “Children and youth who are separated from appropriate family/parental-like care and protection, or are at risk of becoming separated.”

The goals of the POMMAR project were modified from their original form as part of the July 1996 extension and modification. They are stated as follows:

Table 1: Objectives and Indicators in 1996 POMMAR extension

Project Objective	Specific Indicator
Respond to real economic and social demands through support to local services that are relevant within local and global contexts	-Total number of children reached -School attendance and performance of children reached through project activities
Influence public services and policies through advocacy, dialogue, and information dissemination	-Change in residential status of children living or working on the street
Increase articulation and integration and integration with other sectors through coalition building and working conferences	-Sustainability of institutions supported by POMMAR in terms of local resource development and other donor support raised
Record and disseminate technical and institutional methodologies through monitoring and evaluation, documentation, and publications; build synergy and linkages between multiple activities and initiatives; and build independence of NGOs through training and technical assistance that promotes impact and sustainability	-Influence on public policy formulation and reform at the municipal and state levels

For the period from 1994-1998, USAID/Brazil’s Special Objective and Intermediate Results for at-risk youth were as follows:

SpO: Improved quality of life for at-risk youth in target areas

IR1. Number of services available to at-risk youth increased

IR2. NGO and government capacity to provide services to at-risk youth expanded

IR3. Innovative approaches developed and implemented

In 1998, USAID/Brazil worked together with POMMAR staff to elaborate a more precise and measurable Special Objective, Intermediate Results, and indicators. The result of this effort was the adoption of the following objectives and indicators for both USAID/Brazil and POMMAR.

Table 2: Special Objective Analysis

SpO - Improved ability of at-risk children and youth to become productive, healthy citizens	
*Total participants: Direct: 3,449; Indirect: 6,898	
	Percent of program-assisted youth that find legitimate, income-generating work: 74 (26 percent of those finishing courses)
	Number of program-assisted youth that receive health-related services (includes preventive services): 2,891 (84 percent)
<u>IR1. Society engaged in decreasing violence against youth</u>	
	Number of grievance cases lodged and monitored:
	-sexual exploitation/abuse: 101
	-others: 167
	Number of youth referred to legal/rehabilitative services
	-Number receiving psychosocial support: 774
	-Number receiving legal support: 107
<u>IR2. Educational preparation of program-assisted youth increased</u>	
	*Number of program-assisted youth in formal school: 999
	*Number of program-assisted youth in vocational training: 554
	Percent. of program-assisted youth promoted to next grade: Number: 842 (85 percent of those in school)
	Number of program-assisted youth finishing vocational training courses: 285 (percent of total unknown)
<u>IR3. Awareness of health-related behavior by program-assisted youth increased</u>	
	Number of community-level organizations that offer reproductive health and HIV/AIDS information and referrals to program-assisted youth. Organizations: not counted at present time. *Referrals made: 104
	Number of at-risk youth and their families, educators, and NGO/GO staff that participate in RH/HIV/AIDS training sessions, workshops, and informational activities: 945 adolescents, 337 family members, 447 educators, 1,729 total
	*Number of training sessions about STIs/AIDS: unknown at present
<u>IR4. Dissemination and adoption of lessons learned and successful approaches</u>	
	Number of viable models/strategies developed and tested: 8 (EDISCA, Rede/CE, CMV, Casa de Passagem, CRIA, GAPA/BA, Escola do Parque, MNMMR)
	Number of national and international dissemination events: nationally and internationally these will be few. Many events will be regional, such as the launch of the "Kit Edisca."
	There are also examples of publications distributed nationally but without events associated (e.g. CEDECA/CE's publication of case studies in the justice system). Not enumerated as of yet.
	Number of models/strategies adopted by others (it is too early to measure success or failure, but one could possibly cite CMV to Escola do Parque/PROEM)

Notes: (1) Indicators marked with * were adopted only by POMMAR and not by USAID/Brazil.

(2) The numbers after each indicator reflect POMMARs efforts to collect objective impact data from the subgrant recipients for the year 1998. The results will be discussed under the appropriate section. The results are listed here to avoid repetition of the indicators later.

Strategic Areas of Activity

Program Evolution

In addition to defining strategic objectives, POMMAR defined strategic areas of activity. Like the objectives, these have been modified over time. The 1996 extension proposal defined the following areas of activity: (1) protection and rights; (2) vocational training; (3) girls; and (4) family strengthening. Over time, this classification proved unsatisfactory, as family strengthening and girls were more appropriately classed as target groups than as activity areas. Meanwhile, the rapid spread of HIV/AIDS among adolescents in Brazil made the addition of an explicit health component an important consideration for the POMMAR project.

In 1998, POMMAR modified the strategic areas of activity to include the following:

1. Protection and Rights - area of special emphasis: sexual exploitation and abuse, especially among girls.
2. Vocational training - including incentives for formal general education as a necessary facilitating factor for successful vocational training and subsequent productive activity.

In addition to these two strategic areas of activity, POMMAR has defined the following two strategic crosscutting issues:

1. Health, including improving access to health services for adolescents, with an emphasis on RH/HIV/AIDS.
2. Participation by youth in policy and programs, called *protagonismo* in Portuguese.

From the outset, POMMAR has deliberately limited the scope of its activities to well-defined strategic areas to avoid diluting impact. Specifically, the areas of juvenile justice and the juvenile offender, as well as drug use, were excluded from POMMAR for this reason.

The evolution in the objectives and indicators make impact evaluation difficult. However, POMMAR's overall focus has for the most part remained more constant than it might seem, as many of the changes reflect refinements in language rather than conceptual changes. The exceptions are the elimination of "family strengthening" as a strategic prevention activity for at-risk youth. The strategy was felt not to be cost-effective and lack definition as to the exact meaning of "family strengthening." Families were incorporated as a beneficiary target in the crosscutting mode where feasible. The second true change in the POMMAR objectives is the explicit addition of the two crosscutting areas of health and youth participation. Lastly, POMMAR has learned that it is important to include formal education as a goal to maximize the impact of vocational training as a method for helping at-risk youth to enter productive activities. In Brazil, many professions require formal diplomas from structured technical courses that are recognized by the Ministry of Education. These diplomas can only be granted if the student has also completed primary school or secondary school, depending on the specific course.

Finally, POMMAR added Brasilia as a fourth city for activity. This was done for two reasons: 1) to provide more opportunities to influence policy at the national level, and 2) because USAID/Brazil wished to have demonstration programs closer to Brasilia that it could show to visitors, thus lowering travel costs and time demands for USAID Mission staff.

Financial History

The POMMAR project's financial status as of December 1998 is summarized in the following table:

Table 3: Pipeline Budget Analysis

Budget category	Budget 9/94-9/00	Expenses to 12/98	Remaining for 1/99-9/00	% of Project Time Expended
Direct costs				
Subgrants	2,018,080	1,647,385	370,695	82 percent
Complementary costs to NGOs	488,602	393,258	95,344	80 percent
Subgrant related expenses	2,506,682	2,040,643	466,039	81 percent
Admin./Management	2,007,986	1,397,328	1,076,697	70 percent
Subtotal direct costs	4,514,668	3,437,971	1,076,697	76 percent
Indirect costs/NICRA	845,332	774,593	70,739	92 percent
Total	5,360,000	4,212,564	1,147,436	78 percent

POMMAR is overspent in all categories except local administration and management. The projected budgetary shortfall has led Partners to request an additional \$575,000 for the current project to cover unexpected cost overruns. POMMAR justifies the unexpected expenses as being related to the following:

- Addition of health as a strategic program area;
- Addition of a fourth city to the project (Brasilia);
- Recommendations made during the 1996 midterm evaluation to increase the number, amount, and length of time for subgrants (see below for analysis. The average subgrant amounts and average length of time for grants did not increase, though the number of grants did increase); and
- Recommendations made at the midterm evaluation to increase staffing in each city to include a permanent representative (though this did not lead to overspending in administration and

management).

Review of POMMAR's Activities

The POMMAR project was originally to be implemented through four main activities: selected research projects, travel and training grants, subgrants, publications, and events.

Research Grants

A limited number of research projects have been funded by POMMAR. These included several prior to the first midterm evaluation, including one on community-based family support programs and another on vocational training. The former (carried out by CIELA in 1995) highlighted the dearth of family-oriented services and led to two projects: Cendhec and the CIELA/Pina Network. The latter (carried out by the Pacto da Cidade in Fortaleza in 1995) had not yielded results as of the first midterm evaluation. Both of these were thought by the evaluation team to have been of little practical value, and the evaluators recommended that future research be carefully considered to provide necessary concrete for programs.

The market study in Fortaleza has since become one of the key inputs into the choice of the "Rede," the Fortaleza inter-institutional vocational training network. It has served to focus training of youth in paper recycling, computers, tailoring, and baking, and to emphasize the formation of cooperatives and small businesses among youths in place of seeking jobs in existing industries. The study, therefore, led to a strategy based on the local employment situation. The strategy has yet to prove itself in the form of youth engaged in productive activities, though it looks promising. The "Rede" bears watching as a model for other localities.

Travel and Study Grants and Subgrants

Travel and study grants were suspended at the recommendation of the midterm evaluation.

The following section provides a brief description of each of the 18 new subgrants awarded to organizations since the last midterm evaluation, arranged by city.

Fortaleza, Ceará:

a. CEDECA/CE

Amount: US\$44,600

Period: Feb 97 – Apr 98

Informant: Franz von Kranen, Director

CEDECA, the Center for the Defense of Children and Adolescents, is a public interest action-research group, with offices in several major capitals throughout the country. With POMMAR

funding, over the course of two years, CEDECA carried out two different projects to monitor the disparate areas of denied access to education and the murder of street children. The former involved oversight of the state government's program to matriculate primary and secondary school students, which resulted in the detection of 2,800 non-matriculated children and 1,800 irregular offers of school vacancies in Fortaleza. The latter project funded the research and follow-up on cases of assassination of youths in Fortaleza, which yielded the publication, *À Espera de Justiça* (1999), distributed to 100 NGO and government agencies throughout Brazil. CEDECA mentioned some communication problems with USAID, due to misunderstandings over the duration of support, but felt strongly that the POMMAR support had been fundamental in the organization's growth and productivity.

b. Comunicação e Cultura

Amount: R\$ 12,040
Period: Jul 98 – Nov 99
Informant: Daniel Raviolo, Director

Communication and Culture is a well-funded NGO, established in the early 1990s, which uses alternative school newspapers as a source of empowerment and learning for youth. In less than a decade, the organization has provided news publications to 74 schools throughout the state, principally public schools with low-income students. Students create, produce, and distribute the publications themselves, reaching communities where newspapers and reading material of any kind are scarce. POMMAR funding was used to cover the costs of a computer course in lay-out and publication (Pagemaker and Windows) for 76 students. Although this funding constituted less than 5 percent of the NGO's budget, NGO staff maintain that POMMAR has a vision of cooperation that has provided Communication and Culture with opportunities "beyond the mere financing," including courses, workshops, and donor contacts.

c. EDISCA

Amount: US\$85,405
Period: Feb 97 – Dec 98
Informant: Dora Andrade, Director

The School for Dance and Social Integration for Children and Adolescents trains 280 youths in dance (principally girls, but with some boys in recent years), as part of a social enrichment experience for at-risk youth from three low-income neighborhoods of Fortaleza. The objective is not to train classical ballerinas, but rather to improve the self-realization of individuals through an increased appreciation for one's mind, body, and culture. In addition to dance skills, participants receive food, medical services, language classes, social skills, and support for their self-esteem. A select group of 58 youths receive a financial subsidy as well. POMMAR has provided a series of subgrants since 1996. The most recent support allowed for an improvement of the physical infrastructure at EDISCA, and the production and distribution of a videotape and "kit" on the NGO's creation and methodology.

d. GAPA/CE

Amount: US\$40,000
Period: Aug 97 – Jan 99

Informant: Armando Luiz Bandeira de Paula, Vice-President

GAPA/CE, the Support Group Against AIDS based in Fortaleza, is one of 20 different GAPAs throughout Brazil, part of a network that has existed for a decade. The Fortaleza branch has undergone significant retrenchment in the past three years with a budget reduction of nearly half, and a dwindling of volunteers from 66 in 1997 to 23 at present. Ironically, the organization has become more stable during the same period, diversifying its support to achieve a 50-50 split between private funding and government monies. GAPA's projects include the organization of HIV/AIDS workshops, training of 38 trainers in HIV/AIDS education for partner organizations, social marketing of condoms, organization of several major AIDS awareness events, and implementation of a KAP survey of event participants. POMMAR funding supported the training and condom distribution activities. GAPA noted that the project experienced the following difficulties: the lack of unity among partner organizations; the resource drain caused by training of trainers, which became an end rather than a means; and the difficulty of measuring impact on beneficiaries.

e. Rede de Profissionalização (formerly, Pacto da Cidade de Fortaleza)

Amount: R\$20,000

Period: July 98 – Dec 99

Informant: focus group of 20 NGO/GO representatives

The Fortaleza City Coalition (*Pacto da Cidade de Fortaleza*) is comprised of 60 NGOs and public entities involved in a joint effort against sexual exploitation of children and adolescents. The coalition had received support from POMMAR during the first triennial to carry out a feasibility study to identify market-based approaches to vocational training. The results of that research are currently being implemented with a training project involving 105 youths selected from the beneficiaries of 13 NGOs and 2 government organizations. POMMAR funding supported the socialization phase of the training (now completed), which involved components on self-esteem, rights, drugs, sexuality, and work safety. The second phase of actually imparting vocational skills is just beginning, with four technical sectors identified for training: baking, recycling, computers, and tailoring. Participating organizations generally believe that the POMMAR-supported project has been useful already, in terms of increased participation and self-esteem of the youths involved, but little thought or planning has been given to measuring impact in systematic, quantitative terms.

Recife, Pernambuco:

f. Casa da Passagem

Amount: R\$35,000

Period: Sep 98 – Aug 99

Informant: Cristina Mendonça, Coordinator

Casa da Passagem is a multifaceted organization founded in 1989 which serves as a young women's protection house, a psychosocial services provider, a vocational training center, and documentation center on issues of women at risk. While there is no live-in shelter facility in the three houses that comprise the institution, multiple programs are provided to ensure that young

women who are victims or at risk of sexual abuse, violence, drugs, or family abuse have access to alternative information and services. The 1998 budget was R\$730,000, with 31 paid staff, 20 volunteers and 12 interns. POMMAR's contribution to Casa da Passagem supported the creation of a database on the beneficiaries who pass through the NGO's programs by financing the salary of a database consultant, one cook, some computer equipment, and transportation costs.

g. Coletivo Mulher Vida

Amount: US\$150,190
Period: Nov 97 – Nov 99
Informant: Ceci Prestello, President

The Woman-Life Collective is a loose organization of 60 people working to provide social and economic alternatives to the women of the Northeast, whose lives are “99.9 percent permeated by violence” in Ms. Prestello's assessment. The organization trains at-risk or victimized girls in employable skills, provides therapeutic counseling and other social services, as well as conducting outreach to families. CMV-Informática is a project of the Collective that began in 1996, with the objective of training young female participants in hardware assembly, software use, and related computer skills for insertion in the local job market. Some 400 girls have already been trained in computers thus far. POMMAR constitutes over 25 percent of the NGO's budget, which was R\$200,000 in 1998. The organization estimates that it is 10 percent self-sustaining, based on sale of services, private sector companies, other NGOs, and a few paying trainees. POMMAR's support went to cover personnel and equipment costs.

h. Instituto Vida

Amount: R\$35,000
Period: Aug 97 – Aug 98
Informant: Lúcia Ramos, General Coordinator

Life-Institute is a community-based group that uses music, dance, and arts to organize youths and address social, health, economic, and environmental issues. This group has two principal activities at present: bio-dance as a means of self-expression, and creation of community, and craft workshops to transform trash into utilitarian objects. The Life Institute draws on youths from three low-income and high-risk communities in the Recife-Olinda urban area, training 133 students in artistic expression as an enrichment activity outside of their public school education. That the organization formally exists as an NGO owes largely to POMMAR's intervention. According to Ms. Ramos, five years ago the group had no resources, equipment, or structure, and lacked even such basics as a telephone, computer, and materials for craft making. POMMAR provided a minimal base from which to expand, by providing materials, methodology, and donor contacts, which have since produced multi-year support (from Terre des Hommes and community-based agencies). The NGO has not maintained statistics on student impact.

Salvador, Bahia:

i. CEDECA (Yves de Roussan) - BA

Amount: US\$72,853
Period: Mar 98 – Feb 99

Informant: Hélia Barbosa, President

CEDECA/BA is an eight-year-old public interest legal aid organization, which provides services, advocacy, and education free of charge on behalf of youth who are victims of sexual exploitation and other human rights abuses. CEDECA/BA has received two successive grants from POMMAR to cover a wide variety of activities in defense of the rights of youths in Salvador, including documentation and follow-up of sexual exploitation of minors; psychosocial assistance to victims of abuse; legal training courses to youths and organizations serving youth; fielding of a specialized team composed of a lawyer, social worker, and intern at the two designated courts for handling cases involving minors (*vara criminal especializada de Salvador*); and institutional support to the NGO itself. CEDECA/BA has had a measurable impact and influence on the policy and practice regarding juveniles in Salvador. The NGO's lawyers have managed to obtain guilty verdicts in six cases against those responsible for homicide of street children. A wide cross section of the public has been trained in human rights and legal issues around children, including high-school students, university professors, police and other NGO staff members. The special criminal courts cited above were created at CEDECA's request. The NGO's 1999 budget is R\$476,981, of which POMMAR's current support comprises a little over 10 percent.

j. CRIA

Amount: R\$36,541
Period: Mar 98 – Feb 99
Informant: Elenora Rabello, Coordinator

CRIA, the Integrated Reference Center on Adolescence, was founded in 1994 as an informal collective dedicated to promoting "education through art." The NGO selects and trains young actors as social multipliers, bringing timely messages about sexuality, ethnicity, citizenship, and education to a wider community in Salvador. Three theater works written, produced, and directed by CRIA are currently being performed for youths and staff of other NGOs. A collection of 22 organizations called the Artistic Cultural Exchange for Citizenship routinely shares educational and artistic performances as part of the loosely organized movement. CRIA serves as headquarters for the movement, with a staff of 20, as well as 50 young actors and actresses. The NGO has a 1999 budget of R\$400,000 with broad support from UNICEF, MacArthur Foundation, Ayrton Senna Foundation, Ministry of Health, and POMMAR.

k. GAPA-Bahia

Amount: US\$48,700
Period: Jan 98 – Jan 99
Informant: Márcia Marinho, Planning Coordinator

GAPA/BA has set itself a three-part mission, involving education, assistance, and policy change in regards to HIV/AIDS. Like its sister organization in Fortaleza, this Support Group for the Prevention of AIDS carried out training of trainers as a principal activity, although in this case the trainees were 60 adolescents who became peer counselors in three target neighborhoods. Additional activities partially supported by POMMAR included the coordination of training and prevention activities with other agencies, the production of educational materials and a media

campaign, and an impact evaluation. The NGO has a yearly budget of R\$550,000, of which POMMAR's support comprised 10 percent. GAPA viewed POMMAR as a partner rather than a donor, citing the valuable role of POMMAR staff in helping to plan long-term programs, looking for extra resources, and articulating contacts with other donors.

l. Grupo Cultural Bagunção

Amount: US\$96,245

Period: Nov 97 – Oct 99

Informant: Diosmar “Coquito” Marcelino de Santana Filho, Vice-Coordinator

Bagunção is an extremely loose affiliation of tin-drum bands that serves as an extracurricular cultural activity to strengthen community ties within the low-income Alagados neighborhood of Salvador. From 1996 to the present, some 250 youths have been trained and entertained by the community-based organization. The group is open to all neighborhood youth who form their own musical bands and wish to join. Bagunção provides educational assistance to students, offers workshops in silk-screening, drum-making, and music-related activities, and attempts to direct participants toward vocational courses through sporadic contacts with the private sector. The Alagados community has a high incidence of grade repetition since “public school does not manage to adapt itself to Bagunção.” It is probable, however, that the NGO has reduced marginalization and increased self-esteem among a large number of youth. Bagunção staff have received training through POMMAR in accounting, education, and administration.

m. Pracatum

Amount: US\$200,000

Period: Feb 97 – Dec 98

Informant: Selma Calabriche, Administrative and Financial Manager

Pracatum is the brainchild of a popular Brazilian musician, Carlinhos Brown, who wanted to provide some concrete assistance to his hometown community of 5,000 residents in a low-income neighborhood of Salvador, Candeal. The institution he founded is a music school with the objectives of improving general skills in music, theater, and the arts; enhancing students' specific knowledge in standard school subjects; empowering Candeal residents to seek improvements in basic urban infrastructure; implanting basic measures of public hygiene; and raising neighborhood awareness about topical issues such as family planning, HIV/AIDS, and the environment. POMMAR was instrumental in helping to launch this start-up project, providing Pracatum with the largest of any subgrant awarded and encouraging, overtly or by example, the involvement of other donors, including BNDES, UNICEF, and Credicard (MasterCard in Brazil). Unfortunately, due to administrative problems and poor planning, POMMAR has little to show for the investment thus far. Pracatum has carried out a detailed survey of the community, constructed a state-of-the-art school with modern teaching and recording facilities, and prepared an educational curriculum. A significant portion of the funds provided by POMMAR were spent on salaries for a team of 13 professors, who held meetings in the community and assisted in the administration for one year. The professors were subsequently fired without having educated a single student. Pracatum plans to begin training its first 60 students in August 1999, though funding for recurrent costs has not been secured.

Brasília, Distrito Federal:

n. Escola do Parque/AMAME

Amount: US\$64,950

Period: Mar 98 – Feb 00

Informant: Palmira Eugênia Vanacör, Director

The School of the Park is a public school that offers an alternative educational setting for hard-core street children in Brasília. Some 130 youths between 10 and 21 years of age, about 70 percent of whom are male, frequent this highly unorthodox school within the enormous city park that cuts across Brasília. Almost all live on the street, except for a few who have re-joined their families. Students receive health and hygiene services, transportation money, a basic allowance (*cesta básica*), assistance in obtaining identification documents, and other ancillary services besides education. A core group of staff composed of a psychologist, a social worker, and professors selects the students based on need and perceived commitment to the institution. The Association of Friends of the School, AMAME, constitutes the NGO that receives funding from POMMAR and other donors.

The school is unique for its setting, its lack of walls, and its participatory style of operations. Since there is no father or mother to call, and no sense in suspending students for misbehavior, the nucleus makes a contract with students and works with them to respect it. Despite its non-traditional style (or perhaps because of it), there is a notable lack of drug use and violence on the school grounds. A functional circus, run by the students themselves, serves as an incentive for many street children to join the school. POMMAR's support to AMAME has covered most of the extracurricular expenses, such as transportation, student allowances, a circus tent and instructors, health services, and equipment. School staff recognize the vital role that POMMAR has played in covering many of the little needs that other donors allow to fall through the cracks.

o. Escola do Parque/PROEM

Amount: US\$35,305

Period: Nov 97 – Oct 99

Informant: Cristina Vieira Mendes Osler, Director

PROEM is a public educational recuperation school that targets 330 adolescents who have fallen several grades behind their age level. Students tend to be low-income—ages 16 or older—in sixth grade or above, and study in public school. A few are on early release from institutions. An innovative, game-oriented curriculum encourages them to catch up quickly in mathematics, Portuguese, social studies, and other basic subjects. POMMAR supports a vocational training course in computer assembly and maintenance at the school for 40 youths who are in their final year at PROEM or have already left. The original goal was to form a cooperative of the students and sell their services to the private sector. The cooperative never materialized, due to political and legal changes in the labor law, but the first training was successful and a few graduates have managed to find work in the private sector. Sustainability has become a problem, in light of the failure of the cooperative concept, yet demand for the course continues to grow. POMMAR had

a fundamental role in developing the course, based on the CMV-*Infórmatica* model, but PROEM staff expressed a sense of being abandoned by POMMAR following the agreement on funding.

p. Fórum DCA

Amount: US\$48,200

Period: Aug 97 – July 98

Informant: Márcio Sánchez, Executive Secretary

Founded in 1990, the Forum for the Defense of the Rights of Children and Adolescents is a national coalition of NGOs that works with 64 agencies throughout Brazil, including independent state DCA fora, universities, CEDECAs, and others. Its three principal goals involve promoting change to the 1988 Constitution, acting as the drafting body to the Statute of the Child and mobilizing to change legislation on state and national levels. Some of the forum's regular tasks involve producing information about current legislation and policy affecting minors for member NGOs; monitoring the use of the federal budget; and presenting proposed legislation to members of Congress. POMMAR's support permitted the forum to organize a series of five workshops to strengthen the policy and watchdog capacities of the member fora from states. The outcome is difficult to measure, but Mr. Sánchez feels strongly that the workshops increased the participation of members, as well as improving communication between member fora. The organization has only two full-time employees and runs on a yearly budget of R\$45,000. Its funding has traditionally come from UNICEF, CARITAS, and member dues.

q. Movimento Nacional de Meninos e Meninas de Rua, Comissão de Brasília, DF

Amount: US\$19,100

Period: Aug 97 – Jul 98

Informant: (not visited by the evaluation team)

Vocational Training and Education

In light of the changed Special Objective and the modified strategic areas of work, POMMAR's portfolio reflects two principal concerns: (1) vocational training and education, and (2) protection/advocacy for children and youth. Table 4 summarizes the funding allotted thus far to NGOs in the area of professionalization and education.

It is noteworthy that POMMAR's contribution in this sector has changed considerably over time. The NGOs supported during POMMAR's first three years (1994-96) tended to emphasize large-scale vocational training. Thus, there were grants to OAF, Acompamec, Projeto Axé, and Terre des Hommes, each of which purchased equipment and paid salaries to permit formal classes to 221 youths in areas ranging from medical equipment repairs and silk-screen textile, to manufacturing and sewing. In the past three years (1997-99), POMMAR has experimented with support to a variety of educational enrichment initiatives, only a few of which may be considered vocational training per se. These training efforts include grants to Coletivo Mulher Vida in Recife for courses in software and computer repair and microenterprise development; to the Escola do Parque/PROEM in Brasília, for computer assembly training; and the Rede de

Profissionalização in Fortaleza, for training/job insertion in the four identified subsectors of baking, tailoring, recycling, and computers. These three grants alone provided training to 257 youths during the second triennial.

Much more common in the last three years has been support for NGOs that carry out some form of educational enrichment, outside of and in addition to the formal education sector of the Northeast and Brasília. Six of these NGOs have used art, dance, theater, and music as the “hook” with which to involve at-risk youths, keeping them within the public school system and off the streets. These six NGOs include EDISCA (ballet), Instituto Vida (bio-dance), Bagunção (percussion bands), Pracatum (music school), Escola do Parque/AMAME (circus), and CRIA (theater arts). This emphasis on the performing arts may be related to the strong social value placed on art and performance in the Northeast of Brazil as compared to the traditional professions available to unskilled youth. The evaluation team finds this emphasis quite acceptable, although only one of the grants to youth organizations (Rede de Profissionalização, in Fortaleza) involved an actual market study to determine the likelihood of post-training placement. POMMAR could encourage recipient NGOs to include a component within their activities which involves a market study and on-going monitoring to measure the quantity of trained youths who manage to insert themselves into the job market, whether in the artistic field of training or not.

In a few cases, POMMAR selected education-oriented NGOs for support as replicators of important messages that increase *protagonismo*, civic involvement, and youth participation. This is the case of Comunicação e Cultura, with its production of school newspapers, and CRIA, which trains individual students as promoters of education through art. Although the direct beneficiaries are relatively few, and in both cases, not necessarily drawn from among the populations most at risk, the indirect beneficiary population of these two projects is much larger, and will likely gain from peer education what the meager resources of POMMAR would not otherwise allow.

Table 4: Professionalization/Education Projects

NGO	City	Description of NGO Work	POMMAR's Contribution	Funding (US\$)	Beneficiaries
EDISCA	For	Ballet classes for poor girls	Better facilities, methodology kit	86,416 (Reais)	280 kids
Comunicação & Cultura	For	School newspapers	Computer course	12,040 (Reais)	80 kids
Pacto da Cidade	For	NGO Coalition to help kids	Pre-professional training study	10,620	Indirect
Rede de Profiss.	For	NGO coalition for voc. tr.	Voc. training and job insertion	7,052	105 kids
Coletivo mulher vida	Rec	Girl's center, social services	Computer repair, software course, microenterprise	150,190	99 girls
Instituto Vida	Rec	Bio-dance, art, and education	Rehab, training, and equipment	35,000 (Reais)	60 kids 100 fam.
Bagunção	Sal	Community-based bands	Training, staff, and accounting	96,245	250 kids
Pracatum	Sal	Community music school	Equipment, staff	200000	60 kids
CRIA	Sal	Teatro, arte-educação	Arte-educação, Movimento	48,700	60 kids
E. Parque (PROEM)	Bra	Model school; acceleration	Computer assbly equip, training	35,305	53 kids
E. Parque (AMAME)	Bra	School for street kids	Subsidies, circus, other	35,305 (Reais)	80 kids
OAF	Sal	Large voc. training pgm.	Prototypes med. Equip, training	49,668	75 kids
Acopamec	Sal	Voc. training	Equipment, arctic. Professors	46,481	64 kids
Projeto Axé	Sal	Voc. training, clothing mfng.	Silk screen equip voc. training	132,000	60 kids
Terre des Hommes	For	Voc. training girls' shelter	Sewing mach., voc. training	30,280	22 girls

Note: Shaded rows refer to NGOs supported during the first triennial of POMMAR and were not visited by evaluators this time.

Protection and Advocacy

The protection and advocacy strategic area of work received considerably less support from POMMAR during the second triennium, both in absolute dollar amounts and in terms of the number of NGOs selected that work in this field. Only six new grants were made to protection-oriented NGOs. These types of projects tended to fall into two categories, those that provided actual services to youth at risk, and those that carried out policy research, advocacy, and human

rights awareness work. Table 4 summarizes the funding allotted thus far to NGOs in the area of protection.

A few of the results from protection projects warrant special mention. CEDECA/CE carried out a study of matriculation procedures that served to enroll 2,800 additional students in the public school system. The study on assassinations of street children in Fortaleza produced a powerful book documenting the impunity of heinous human rights abuse and brings it to the attention of policy makers throughout Brazil. The efforts of CEDECA/BA have yielded a sizeable increase in reports of rape, an increase in the average length of sentences for convicted rapists (from 2 to 4 years to 10 to 15 years). One CEDECA/BA study has statistically documented the tendency of male judges in cases involving minors to absolve those accused of crimes. In Brasília, POMMAR's support to the Forum dos Direitos da Criança e Adolescente (DCA) produced five regional workshops to strengthen state level fora. These were the first contacts to increase articulation between state-level fora and the national forum. One concrete instance of success by the fora was their concerted pressure to overturn the court order of a judge that would have lowered the minimum age of employment from 16 to 14 years.

Table 5: Protection Projects

NGO	City	Description of NGO work	POMMAR's contribution	Funding (US\$)	Beneficiaries
CEDECA/CE	For	Research, rights policy	Database on child homicide	44,600	Indirect
Casa da Passagem	Rec	Shelter for abused girls	Database creation for M&E of services	30,000 (Reais)	60 girls
GAPA/CE	For	STD/HIV prevention	TOT, materials	40,000	800 kids 40 wkrs
GAPA/BA	Sal	STD/HIV prevention	AIDS peer TOT, materials	48,700	60 kids
CEDECA/BA	Sal	Victims' rights, training	Database, rights training, Strat. Plan	72,853	Indirect
Forum DCA	Bra	Policy	5 regional conferences	48,200	Indirect
MNMMR	Bra	Support to street kids	General support	19,100	160 kids
Centro D. H. Câmara	Rec	Legal support	Support for adoption	57,986	30 kids
Centro Cult L Freire	Rec	Monitoring policy	Database of adol. Orgs.	25,000	Indirect
Centro de Est. Fam.	For	Services for at-risk girls	Equip., monitors,	86,000	200 girls
CIELA	Rec	Social studies	Family support, NGO network	103,000	821 fams

Note: Shaded rows refer to NGOs supported during the first triennial of POMMAR or those not visited by the evaluation team.

Health

Two crosscutting issues were important in the professionalization and protection-oriented grants. Health issues, including prevention, service provision, HIV/AIDS, and sexually transmitted infections (STIs) tended to comprise an important subcomponent of each of the strategic areas of work. It is characteristic of the way in which POMMAR has chosen to organize and foster collaboration among subgrantees that even those NGOs that would not normally have any activities in health have included components on AIDS and women's reproductive health in their educational activities.

Citizenship and Participation of Youth

The second crosscutting issue, citizenship and participation of youth, crops up repeatedly as a *leitmotif* in all NGO projects involving youth in the Northeast. A few of the organizations address human rights issues specifically: CEDECA/BA, CEDECA/CE, Casa da Passagem, and Coletivo mulher vida. Others emphasize the inclusion and empowerment of youths as protagonists in society through specific cultural and educational activities. Certain projects (GAPA/BA, CRIA, and Comunicação e Cultura) turn their young beneficiaries into information multipliers, providing them with specific training tools that enhance their capacity to serve as peer counselors, health replicators, and author-actor-educators for other youths. CEDECA/BA's POMMAR-supported project, "Crescer Seguro," which promotes visits to the doctor for youth, turns adolescents into protagonists for their own education and preventive health.

Geographical Issues

POMMAR made a strategic effort to tailor support to sociocultural context of each city where the project operates. POMMAR staff underline that this constituted a form of self-preservation, in a region where religion, politics, resources, and human rights are so closely intertwined. In any case, the decision by POMMAR staff to proactively choose subgrantees for support rather than issuing a blanket call for proposals permitted the project to be flexible and mold a portfolio that responds closely to the particular needs of each city.

In Fortaleza, a conservative town where Church hierarchy wields considerable weight, POMMAR managed to combat provincialism in sensitive areas such as AIDS, sex education, and youth participation by supporting progressive NGOs. Three relatively unsuccessful projects were not renewed after the first triennial, and POMMAR organized a vibrant coalition around an issue beyond reproach: vocational training for at-risk youth.

Recife, a larger metropolis with a hardened political structure and a strong civil society, required a more sophisticated approach. POMMAR staff report that they made a conscious decision to bring together all funding organizations in a planning meeting at the home of Pernambuco State's First Lady. At the same time, the state government agencies and the Inter-American Development Bank provided funding that permitted better coordination of support strategies. The

Rede Estadual, which POMMAR played an important part in organizing, constituted the first time that government organizations and NGOs met together on a common campaign. In retrospect, the relationship with the state government was not a successful one for POMMAR, but the subgrantees supported were among the most developed (such as CVM and Casa da Passagem).

Salvador, a machine-run city with strong links to national artistic and cultural figures, proved a testing ground for a variety of different approaches by POMMAR. Thus POMMAR supported three strong vocational training subgrantees (OAF, Acopamec, and Projeto Axé) along with three performing-arts-oriented subgrantees (Baguncaco, Pracatum, and CRIA) as well as three initiatives in the areas of human rights/health education (GAPA, CEDECA, and the Campaign against sexual exploitation). The result has been a flowering of different projects, which has served to spread resources around a large number of institutions, raising public awareness and professionalizing the civil society sector.

The POMMAR strategy for Brasília was less planned because of the late start there and the lack of a full-time staff member to work on the portfolio of subgrantees in the national capital. Nevertheless, POMMAR has managed to support two different vocational/educational institutions and two organizations established as political support networks on issues of youth and street children.

Overall Accomplishments

Strengths and Weaknesses

The evaluators were asked to assess whether the goals of the project were met. This question is difficult to answer objectively given the evolution of the objectives of both POMMAR and USAID/Brazil with respect to at-risk youth. POMMAR is working within a framework that is different than that stated in the original proposal and in the extension proposal. This evolution is positive, however, as it reflects experience gained in the project and changes in the socio-political situation in Brazil.

The project objectives developed for the extension project are listed in Table 1. These objectives are not easily measured objectively, and the proposed indicators do not directly measure attainment of the objectives. The 1998 joint revision of the objectives and indicators by POMMAR and USAID/Brazil should facilitate evaluation in the future.

The evaluators agree that the project has been largely successful in its overall goal to help at-risk youth, and that most of the weaknesses cited in the midterm evaluation have been overcome. This is impressive given the limited resources available to POMMAR and their distribution among four large cities. POMMAR has selected a wide variety of excellent and creative projects for subgrants, has worked hard to nurture these projects and document their experiences, has been instrumental in coalition building among governmental and nongovernmental organizations, and has emerged as an important player in shaping public policy toward at-risk youth, especially at the local level.

Strengths of the POMMAR Project

- The project has gained experience in a wide variety of activities in different cities.
- POMMAR's focus on specific issues (training/education, rights, health, and youth participation) rather than on all issues related to at-risk youth, has helped it avoid diluting its efforts. Put in a different way, the decision to avoid the all-engulfing areas of substance abuse and youthful offenders streamlined the impact of the project.
- POMMAR has established itself as leader in issues involving at-risk youth in Brazil, especially in the specific programmatic areas that it has addressed.
- The project took an appropriate amount of risk in supporting projects and institutions, which allowed creative approaches that might otherwise not have had a chance of success.
- POMMAR has been effective as a catalyst for networking among organizations, including NGOs and government.
- The program has taken a flexible approach to issues. It has responded to different regional needs, it has adapted its program and emphasis as circumstances changed, and it has gained experience.

- POMMAR has been respectful and responsive to the individual needs of NGOs it supports and their beneficiaries.
- POMMAR has paid special attention to the quality of the interventions it has supported.
- POMMAR has paid attention to documentation of methods and processes used in the programs it has supported.
- The project has been successful in leveraging its limited resources, including direct intervention in helping institutions obtain funding from other institutions.
- The project has improved its measurement of impact and monitoring of subgrants.

Weaknesses of the POMMAR Project

- In spite of improvements, not enough attention is paid to measurement of baseline information and impact. Also, not enough attention is paid to targeting of beneficiaries in most projects.
- POMMAR has had little success with strategies to stimulate job-insertion.
- The project has had little interaction with private business sector, which could be instrumental in improving employment prospects and strategies for financial sustainability.
- The financial sustainability of the programs is weak: Only one project (OAF) has the certainty of continuing the POMMAR-funded activity without further outside support.

Factors Affecting Project Implementation

Factors that affect project implementation can be divided into intrinsic factors and those factors external to the project:

Extrinsic Factors

The following table outlines how some trends in Brazil have affected the program, and how POMMAR responded to these trends. Note that most of these are positive factors. The timing of the project was fortuitous, as sociopolitical trends in Brazil have enhanced POMMAR's success. POMMAR began four years after the passage of the Statute of Child and Adolescent Rights in 1990, and six years after the implementation of the new constitution in 1988, both of which provided the legal framework for guaranteeing the rights of the children and adolescents. The project also coincided with the mushrooming of civil society organizations (*o terceiro setor*) in Brazil during the 1990s.

Table 6: Trends and Program Responses

Trend	Program Response
-School enrollment in Brazil has increased dramatically in the past four years as a result of government action	-The impact indicator for school attendance was modified to measure school performance and pass/fail rate rather than enrollment.
-Competition for support from international donors has become more intense while government support for NGO programs has increased	-Increased attention to self-sustainability strategies and government support for NGO programs. Less attention to seeking international donor support for continuation of programs.
-Rising unemployment throughout project period	-Job-insertion strategies have focused on cooperatives, self-employment, and non-traditional sectors (e.g., performing arts) rather than placement in formal institutional employment (industry or commerce). Increased linkages with formal training opportunities in the public sector.
-Growth and maturation in civil society, including increased capacity of NGOs and sophistication of their programs	-Greater efforts to form public sector and NGO partnerships, networking, and increasing direct participation of youth.
-The Child and Adolescent Rights Statute has been implemented at least superficially in most areas	-POMMAR has shifted its focus from mere publicity of the statute toward increasing civil participation, especially by youth.
-HIV/AIDS prevalence is increasing among youth in Brazil	-POMMAR added health (especially STIs, HIV, and pregnancy prevention) as a strategic crosscutting area of activity.
-There are important geographical and regional differences among the cities chosen for intervention	-Strategies and focus have been successfully adapted to take these differences into account.

Intrinsic Factors

Several intrinsic factors have also affected the implementation of the project. Most of these, such as the structure of the grant mechanism, are addressed in other sections of this report.

One important factor affecting the way projects are implemented is the background and experience of the professionals at the projects, both within POMMAR and in the subgrant recipient organizations. Most of the professionals have training and experience in areas such as social work, education, psychology, and the arts. The social sciences have traditionally given more attention to methodological (process) issues than to the objective measurement of impact. POMMAR's development and performance have reflected this tendency.

POMMAR's success in seeking out and supporting a wide range of different organizations and experiences has also made replication of successful experiences more difficult. Each subgrant recipient organization has its own unique mission, vision, goals, history, and experience. They vary greatly in size, expertise, and institutional viability. This variation has contributed to there

being few examples of replication of successful experiences or methodologies between different organizations. There are two exceptions: (1) the partial replication of the experience in computer maintenance training of Coletivo Mulher Vida by the Escola do Parque/PROEM and (2) that ACOPAMEC and OAF, vocational training programs in Salvador that received POMMAR support during the first round of subgrants, have now inaugurated cultural activities for youth as a result of their participation in the *Movimento*, the art-education initiative led by CRIA with support from POMMAR.

One last factor that has affected project implementation has been the evolution in the project's objectives, indicators, and strategic areas of activity. This evolution is positive in that it indicates that POMMAR is learning from its experiences. However, the modification of objectives and indicators makes the evaluation of the past four years of project activity more difficult.

Recommendations from the First Midterm Evaluation

As a general rule, the recommendations from the midterm evaluation have been implemented, and almost all of the serious problems noted at that time have been overcome.

1. Develop impact indicators and improve monitoring of subgrants

The issue of impact indicators is discussed in greater detail in the section of this report entitled monitoring and evaluation.

2. Increase expenditure rates and award larger grants combined with longer timelines

The first midterm evaluation described the following problems with subgrants: (1) the small amounts being granted (maximum size of about \$50,000), (2) the short time periods for their execution (usually 12 to 24 months), and (3) significant delays in approval of subgrants due to a lack of clear criteria for selection and lack of agreement between POMMAR staff and the USAID/Brasilia project officer on the merit of projects submitted. Consequently, POMMAR was spending on subgrants far more slowly than planned and had a large positive balance in the subgrant budget line.

Since 1996, the problem of underspending on subgrants has been reversed. POMMAR is now ahead of projections on the subgrant budget line and will be overspent if it continues to spend at the same rate through the next year of the current contract. The following table illustrates the average time and amount of subgrants prior to 1996 and after 1996:

Table 7: NGO Subgrants Program

Period	NGOs	Projects	Approx. Total Amount	Approx. Mean Amount Per Grant
1994-1996	12	13 (including Bagunao X 2)	\$788,000	\$60,615
1996-1999	-12 for the first time 4 NGOs funded a second time	16	\$1,007,000	\$62,937
Total	24 different NGOs	29 NGO subgrant projects	\$1,795,000	

Note: Excludes networks, research, and short-term interventions.

- The average size or length of individual grants did not increase, although the total value of the portfolio increased, due to the larger number of grants awarded. Several large grants, such as Pracatum, were awarded, however, and no small grants were awarded as during the first years.
- Refinancing of four NGOs effectively extended the time frame and grant amount for them, though the average length of time for each individual grant has actually shortened (most grants in the 1996-1999 period were for periods of 12-18 months).
- Four other NGOs and one network are likely to receive extensions, bringing the total number of NGOs with more than one grant to 8 of 24 NGOs.

The midterm evaluation also cited the need for improved definition in the criteria for subgrant approval. Improved criteria have not been explicitly developed and documented since then. POMMAR moved away from traditional approval of projects through publication of criteria and the receipt of “blind” proposals from organizations. Instead, POMMAR has taken a more directed approach to building a balanced portfolio of projects and experiences in each of the three original target cities. POMMAR has taken advantage of its participation in networks in the three cities as well as establishing a permanent presence in each city to seek out promising organizations and ideas, and then working together with each NGO to develop projects that fit the NGO’s needs and POMMAR’s programmatic areas.

The clarification of POMMAR’s objectives and improved dialogue with USAID/Brazil have overcome the delays and disagreements in the subgrant approval process that were noted during the first midterm evaluation. The evaluation team agrees with POMMAR staff that changing the subgrant approval process toward open submission of proposals would be disadvantageous. The evaluators approve of this flexible and more directed approach for the rest of the project in light of the relative maturity of the subgrant portfolio and in looking toward the eventual closeout of the POMMAR project in coming years.

Several subgrant recipients complained of gaps between projects that were approved by POMMAR when they were refunded. Specifically, CEDECA/CE, CEDECA/BA, and GAPA/BA mentioned that a gap between the end of one grant and the beginning of funding of a continuation grant caused problems for their organizations, specifically in maintaining qualified staff during the period between grants. Both GAPA/BA and GAPA/CE also cited the small size and short timeline of grants as negative. In three of the four cases identified, the gaps were due to delays in NGOs completing timelines for delivery of final products, and in the fourth case (GAPA/BA), the gap was due to a continuation project that had to be redesigned based on lessons learned from the earlier project.

Conclusions and Recommendation: Subgrant management has improved, especially in the approval process. However, POMMAR should work together with subgrant recipients that are requesting extension funding to eliminate gaps between grants whenever possible.

3. Focus training efforts on institutional strengthening of subgrant recipients

The midterm evaluation noted that training activities were sometimes too generic and directed at organizations that were not subgrant recipients and at organizations that had many unmet institutional needs. After the evaluation, POMMAR shifted its strategy for institutional strengthening activities away from formal training and toward individualized technical assistance. This was made possible in part by the naming of permanent representatives in each city (except Brasilia). The subgrant recipient organizations repeatedly cited POMMAR as a valuable partner for institution building, and not simply as a funding organization.

Examples of this new, more-focused, and individualized approach to institutional strengthening are most evident in the smaller organizations. Bagunao took advantage of the presence of professionals in administration and production to train some of the adolescent members of the institution through “shadowing.” Now that POMMAR has ended, the youth themselves have assumed many of the administrative and production jobs formerly held by outside professionals. CEDECA/BA cited the help it received from POMMAR in reformulating its strategic plan, personnel policies, and other administrative aspects. Instituto Vida also cited POMMAR’s support in helping improve its administration. EDISCA received training in proposal writing and fundraising and has since won important grants as a result.

In addition to support to improve administration, POMMAR supported training to improve technical abilities. Personnel from Bagunao received formal training in percussion and voice, for example, and professors from Pracatum received training in teaching music (unfortunately, these professors were later fired and the training was not used due to the project delays described above). Casa da Passagem (Recife) received technical assistance in databases and computers so it could develop an information based on their beneficiaries. CEDECA/BA is helping POMMAR to create a training group to instruct NGOs in the rights of the child and adolescent.

In all, POMMAR has supported the following number of training events in 1998 alone:

- Workshops, seminars, and training events: 43
- NGOs: 415
- Government institutions: 175
- Participants: 2,846

These events include a wide range of subjects including exchange of methodology, rights issues, gender issues, prevention of STIs/HIV/AIDS, sexuality and reproductive health of adolescents issues, understanding and monitoring public budgets, spending issues, and workshops/seminars for regional fora on the rights of the child and adolescent. Nearly all workshops, seminars, and training sessions were held at the request of the beneficiary organizations for the beneficiary organizations. The training has become more responsive to the needs of the subgrant beneficiaries and the governmental and nongovernmental organizations with which POMMAR works.

Recommendations: POMMAR should continue focusing on sponsoring workshops, seminars, and training events in response to needs of subgrant recipients and beneficiaries. POMMAR should build into each event some way of trying to measure the impact of the event both on the attending organizations and the resultant beneficiaries.

4. Improve data collection and reporting mechanisms

This recommendation from the midterm evaluation refers both to financial and programmatic monitoring. Issues relating to individual subgrant recipients are outlined in the section on monitoring and evaluation.

Financial monitoring of individual subgrant recipients has improved since the midterm evaluation due to the efforts of ABCA in Brasilia. ABCA has developed a computerized financial reporting system for subgrant recipients and has trained them in its use. Other accounting information from Brazil is added (non-subgrant expenses), and ABCA provides a report to Partners in Washington as well as immediate feedback and detailed quarterly financial reports on subgrant recipients to POMMARs office in Recife.

The adequacy of overall financial monitoring is less clear. Financial information generated in Brazil is reported to Partners in Washington. There, additional, US-based expenses are incorporated into the financial reports that are sent back to both to ABCA and POMMAR offices. POMMAR's staff states that the financial reporting system is timely and accurate. Nevertheless, at the midterm evaluation in 1996 the project had been spending at a lower rate than was envisioned in the original proposal and therefore had a significant positive balance. Only three years later, however, POMMAR is requesting an additional \$575,000 to meet a projected shortfall in funding to be spent on subgrant services and activities in the year 2000. The evaluators must infer from this rapid turnabout that closer global financial planning and monitoring are in order, especially with regard to the size and number of subgrant awards.

Data collection with respect to impact is addressed in the section on monitoring and evaluation. The day-to-day monitoring of subgrant recipient projects has improved with the assignment of permanent POMMAR representatives in each major city. Brasilia is a special case, and projects there are being monitored through periodic visits by POMMAR staff in close cooperation with the USAID/Brazil program officer. Monitoring has been personalized and individualized—quarterly written reports are sent to POMMAR by each recipient. Monitoring tends to be qualitative and subjective in nature rather than objective and systematic. Projects have not developed formal performance monitoring plans with measurable indicators, intermediate targets, method and frequency of collection, and plans for using the information collected.

Recommendation: POMMAR staff should assist those subgrant recipient institutions who have projects that are in their early phases, as well as new projects, to develop formal written performance monitoring plans with measurable indicators, intermediate targets, etc. This monitoring plan should be an integral part of project development and should be tailored according to the level of sophistication and ability of each individual NGO. The plans need not be overly complex nor excessively burdensome. Developing a monitoring plan is good practice in any project and will lead to better projects and stronger beneficiary institutions.

5. Redefine the role of the Technical Advisory Group

The midterm evaluation found that the TAG was ineffective in fulfilling the anticipated role as a technical resource and a force to increase the impact of the project on public policy. After the evaluation, the TAG was abolished. Its functions have been replaced by the individual city coordinators, consultants hired for specific input, and an informal network of experts and political contacts now available to POMMAR. Also, POMMAR's active participation in local, regional, and national networks has provided much of the influence on policy originally foreseen as a role of the TAG. The evaluation team agrees that the TAG is no longer necessary.

Monitoring and Evaluation

The evaluation team found much to praise in the selection and support of subgrantee organizations. Both the breadth and the depth of support for new strategies in the strategic areas of work and the crosscutting areas were admirable. The monitoring of activities and outcomes achieved by subgrantees, however, presented some difficulties.

Financial Monitoring

By and large, the POMMAR team was able to conduct effective oversight on grant recipients, facilitating their access to resources and following up on the proper use thereof. A few of the subgrantees in question were far from being formalized NGOs, lacking the structure normally associated with successful civil society organizations. In certain instances, technical assistance or training was provided to ensure that the NGOs had the human capacity to carry out basic financial management tasks like preparing and adhering to a budget, maintaining appropriate

financial records, and paying for staff and services.

This was especially valuable in the case of Bagunçação, in Salvador, whose “loose” management style inhibited effective growth and institutionalization of the POMMAR-supported projects. POMMAR’s intervention permitted Bagunçação to establish an accounting department, organize its structure, and train key personnel in administration and pedagogy. That Bagunçação continues to exist and function, and manages to obtain resources from other donors (Fundo Canadá) is a tribute not only to the creative determination of the NGO’s staff but also to POMMAR’s flexibility and foresight in nudging the organization gently towards greater formalization.

In one glaring instance, POMMAR was unable to effectively monitor a subgrantee’s financial use of its assistance, with potentially serious consequences. The Escola Pracatum in Salvador received a two-year grant for U.S.\$200,000 to carry out what was essentially a start-up activity, the establishment of a community-based music school for a small, low-income neighborhood. Despite POMMAR’s repeated requests for financial statements and discussions of financial procedures, the subgrantee failed to provide expenditure reports, and made payments for costs not covered in the agreement. As a result, the NGO hired 13 teachers for a school which had not yet opened, kept them on staff for over a year, and then fired them before a single pupil had been admitted. A large portion of the grant was spent on procurement of musical instruments and recording equipment—expenditures that will certainly have long-term use for the institution. However, the loss of a significant portion of the funds in professor training and salaries—estimates of the size of this line item vary between US\$20,000 and 114,000—without anything to show for it, is hard to overlook. In any case, this was the only serious failure in financial monitoring encountered. POMMAR staff were fully aware of the problem before the arrival of the evaluation team and had already taken steps to rectify it. Other donors involved in the project, including BNDES, UNICEF, Credicard, and Vitae Foundation, are facing similar problems with Pracatum.

Other NGOs increased their own financial monitoring capacity through the association with POMMAR. EDISCA and CEDECA/CE, for example, trained personnel in accessing resources and financial management. A large number of NGOs reported that the connection with POMMAR enhanced their own ability to leverage resources with other donors, either through the explicit articulation of connections from POMMAR staff, or because the imprimatur of POMMAR funding made them more attractive to traditional donors. This was particularly effective in regards to a few major donors: BNDES, the Oderbrecht Foundation, UNICEF, IDB, and several of the Brazilian government agencies have gone on to finance NGOs originally recognized and nurtured by POMMAR. EDISCA and CEDECA/CE went on to garner important prizes from other donors, partly as a result of activities carried out with direct support from POMMAR.

Measuring the Impact of NGO Activities on Beneficiaries

POMMAR made a noteworthy effort to quantify and measure the outcomes of their support to NGO subgrantees. In 1998, POMMAR staff collected data from 22 subgrantee organizations to measure in a systematic manner the following areas:

- Professional training for NGO's beneficiary population;
- Income-generating activities (job-insertion);
- School attendance and passing rate per grade level;
- Provision of preventive health activities;
- Provision of reproductive health and AIDS education;
- Provision of psychosocial assistance;
- Workshops, seminars, and minicourses offered;
- Cases of rights violations documented and followed up; and
- Families attended.

The results of this data collection provide clear indicators of the value of POMMAR's intervention. Among other notable statistics, POMMAR found that 85 percent of those school-attending youths assisted by POMMAR-supported NGO programs were promoted to the next grade level. Of the 3,449 direct participants in the NGO programs, 84 percent received health-related services. Fully 268 youth grievance cases were lodged and followed up by NGOs supported by POMMAR, 101 of which involved sexual exploitation or abuse. A large proportion of direct participants were referred to legal and rehabilitative services, 774 of them receiving psychosocial support, while 107 received legal support.

The data are available in the document, *Coleta de Dados: 1998* (POMMAR, 1999). In a notoriously "fuzzy" area such as POMMAR's—measuring social impact of education and training—these quantifiable outcomes constitute an excellent first step.

Taken by themselves, however, these data are difficult to evaluate. For instance, does the 26 percent of program-assisted youth that found gainful employment represent a significant improvement over the population at large or not? To have a serious measurement of impact, it is necessary to carry out a more rigorous examination. Several options suggest themselves. A baseline survey of key variables should be administered to all participants at the beginning of any funded activity, to measure progress at the end of the grant. Variables could include (among others) employment status; pregnancy status; income level; and knowledge, attitudes, and practices (KAP) regarding HIV/AIDS and other sexually transmitted infections. An alternative strategy might involve carrying out KAP-B surveys of program-assisted youth and a randomly selected control group of local youth who have not been participants in the NGO project.

It would be valuable for the NGOs themselves to build this type of measurement into their own program design. Indeed, two of the NGOs interviewed expressed interest in systematically monitoring certain basic indicators among their youthful participants (e.g., job insertion and early pregnancies) after the idea was raised by the evaluation team. Planning and executing a simple

baseline survey among target beneficiaries or the beneficiary community takes a modicum of planning but does not require intensive training. POMMAR should make efforts to encourage this in agreements with subgrantees.

Measuring Impact on NGOs

One of POMMAR's clearest impacts can be seen in the improvement of institutions that it selected to support. Virtually all NGOs interviewed by the evaluation team emphasized the various ways in which POMMAR support had improved their organizations. Training opportunities improved the skills of key staff members. Networking with other NGOs fostered a fruitful exchange of ideas and strategies. The provision of "soft" non-project-specific funding in some cases enabled certain organizations to enhance their staff, equipment, and premises in a fashion that few donors permit or encourage. As mentioned, POMMAR's recognition, coupled with highly effective articulation of donors with NGOs, enabled many of the POMMAR-supported institutions to garner further support from the wider donor community in and outside Brazil.

The organizations chosen for support received inputs from POMMAR, however, that went far beyond simple financial or technical resources. Mention should be made of the strategic guidance and critical suggestions from POMMAR staff, which motivated the NGOs to pursue areas of interest or to adopt approaches they might not otherwise have adopted. CEDECA-Bahia, for example, was encouraged to establish its database on rights violations and a follow-up project on legal training at the urging of POMMAR. EDISCA's decision to systematize its methodology in a kit was likewise made with considerable influence from POMMAR staff. Several NGOs actually used the word "accomplice" to describe the role of POMMAR—not a word commonly used to describe a donor-NGO relationship.

In terms of institutional growth, the evaluation team observed and received much qualitative data to indicate that the NGOs had gained strength and formal structure as a result of POMMAR's intervention. NGOs cited a greater access to funding, a diversified funding base, increased staff size, and greater recognition from donors and the community. One of the unfortunate realities of civil society organizations in the Northeast of Brazil lies in the fact that few quantifiable measurements of this kind of indicator take place. The evaluation team routinely asked about such indicators, and it would not be difficult for POMMAR to assess them systematically.

Impact on the Youth Rights Movement

On a different level, POMMAR has had a measurable effect on the NGO sector as a whole, and particularly on the movement for child and adolescent rights in the Northeast. The focus that USAID provided on new and different organizations seems to have imbued civil society with a certain quantum of vitality and momentum. In particular, the pro-youth coalitions that have been forged with POMMAR's support—in some cases, with POMMAR as the catalyst—have served

to provide greater visibility, credibility, and effectiveness to the movement as a whole. The Fortaleza City Coalition gained valuable experience in interagency collaboration, cooperative training, and promotion of public debate. In Salvador, a high-profile campaign against violence and sexual exploitation of children, with key organizational and financial support from POMMAR (and UNICEF), has brought together a number of civil society organizations that might not otherwise have realized their common interests. The Pernambuco State Network Against Sexual Abuse and Exploitation of Children and Adolescents, in Recife, received minimal financial support from POMMAR, but enjoys the participation of six subgrantees, forging important links between the NGOs.

In Brasilia, POMMAR's networking function was less pronounced, possibly because of the small number of organizations supported, the isolated nature of the youth sector there, and the fact that POMMAR has no permanent staff in Brasília. The decision to support projects in Brasília at all seems to have been made more for logistical and visibility reasons than out of a perceived need to support such initiatives in the national capital or for POMMAR to provide adequate technical and financial support to such an endeavor. Nevertheless, POMMAR did provide a valuable service to the movement on a national scale through its support for the Fórum de Defesa dos Direitos da Criança. The five regional workshops that the forum was able to organize with POMMAR support during 1997-98 brought information, monitoring instruments, and strategies within the movement down to the state level, training state forum representatives in lobbying and watchdog skills. Forum staff in Brasília noted that POMMAR's support, coming at a time when the state fora had been debilitated and underfinanced, produced lasting results such as increased participation, new interlocutors in underserved states, communication among state fora, and an agreement to work together on common issues. By July 1998, when the final workshop was organized in Natal for seven northeastern states, the growing publicity and accumulated experience of the organizers produced a critical mass of participation, which bodes well for the movement's long-term sustainability.

The power of financial resources to motivate and organize the civil sector should never be underestimated. In some sense, the mere existence of a sizeable pot of money, such as the one USAID made available for pro-youth initiatives from late 1994 to the present, would have created significant impact on the effectiveness and visibility of this sector. However, the true value that POMMAR added resides in the ability of its staff to push the agenda in a creative manner, articulating networks, making contacts between NGOs and potential donors, and suggesting creative collaborations between like-minded organizations. (The model of CRIA in Salvador is one example.) This role of catalyst-cum-intermediary appears to have injected renewed dynamism in the entire movement.

Targeting

POMMAR is challenged with the formidable task of making a meaningful impact on the enormous problem of at-risk youth in four large cities in Brazil. For the purpose of this report, we will use the USAID/Brazil definition of "at-risk youth": "Children and youth who are

separated from appropriate family/parental-like care and protection, or are at risk of becoming separated.” If POMMAR is to meet its goal, the successful strategies that are identified will need to be replicated, scaled up, and sustained.

Unfortunately, the interventions are expensive and cannot, therefore, be applied to the universe of young people. The Brazilian public school system spends approximately R\$0.50 (about US\$0.30) per pupil per class hour. Most of the POMMAR-supported programs are spending between 6 and 10 times this amount per hour of intervention with a participant (one exception may be Bagunção). If successful programs are to be replicated, scaled up, and sustained, the programs have an obligation to carefully target scarce resources toward those with the greatest need (risk), and, conversely, to determine who should *not* receive those limited resources. Everyone can benefit from inexpensive interventions such as immunizations and condom use, but it is not feasible to enroll all youth in theater, school newspapers, and ballet—even if they want to participate.

Predicting “risk for separation” is difficult. Factors leading to separation include environmental factors such as poverty and poor education, family-related factors such as poor parenting skills, and factors intrinsic to the child, such as temperament and “fit” within the family environment. Poverty alone is a poor predictor of risk: it is far too common to be a useful predictor, and *the vast majority of poor children grow up to lead normal, productive lives*. Programs that rely on poverty alone as a predictor of “risk” are likely to be spending resources less efficiently than they could. CMV may be the only exception of the application of a tool to detect risk.

Given these factors, it is probable that early detection of “risk for separation” is the most cost-effective strategy for targeting. This strategy, referred to in epidemiology as “secondary prevention” is frequently used for the early detection of many types of cancer. Programs such as Projeto Axé have developed sophisticated systems that identify youth in the earliest phases of separation. Such “early warning systems” should be explored more fully.

The two dozen NGOs supported by POMMAR used a variety of criteria in selecting their beneficiaries. Although the expressed goal of nearly all the subgrantees involved the education, protection, or empowerment of children and adolescents at-risk, the NGO’s strategies for targeting their services to youth differed enormously, ranging from those that clearly focused on the most marginalized to those that used criteria that had little to do with the youths’ degree of risk. The following table illustrates a continuum of targeting strategies for most of those NGOs whose projects had direct beneficiaries during the period 1994-1999.

Table 8: Continuum of Targeting Strategies

Selection Criteria Employed	NGO Subgrantees	Comments
Identified street kids	Centro de Estudos da Família; Escola do Parque/AMAME	The most clearly at-risk cases.
Identified victims of abuse or violence	Terre des Hommes; Casa da Passagem; CEDECA/BA, CEDECA/CE	Many of these beneficiaries sought out the NGO for care or counseling.
Assessed risk of street life or violence	Coletivo Mulher Vida; ACOPAMEC; OAF; Projeto Axé; Movimento Nacional MMR.	Mostly self referred, but with some flexibility, as beneficiaries referred friends.
Low socioeconomic status	EDISCA; Instituto Vida.	Both NGOs carried out some type of SES assessment.
Residence in urban outskirts and slum areas	Rede de Formação; CIELA; GAPA/BA; Bagunçaço; Escola Pracatum;	Location of home was used as a proxy for risk. Note that this tactic may incur a self-selection bias.
Talent or aptitude of youth served by NGOs	Comunicação e Cultura; CRIA	NGOs seek the most able actors and writers, including some who are less at risk.

Without criticizing the selection criteria of any NGO in particular, it is worth noting that the POMMAR portfolio included a broad spectrum of organizations, some of which targeted their services fairly selectively, and others who chose not to target at all. It should be recognized that selection of beneficiaries is no easy task in a service-oriented sector, and that this difficulty may be magnified in an area so sensitive as that of children who are victims of or at risk of violence and abuse. That several organizations took the trouble to develop instruments to measure the degree of “risk” among their target population (e.g., EDISCA, Instituto Vida, and Coletivo Mulher Vida) constitutes a valuable finding in and of itself. A few organizations made the point that while their direct beneficiaries may not have necessarily been among the most at-risk among the universe of children and adolescents in the Northeast, the *indirect* beneficiaries of the project did include those hard-core cases. This was the view of CRIA and Comunicação e Cultura, among other organizations.

In the final analysis, there may be no right or wrong method of targeting beneficiaries in an area such as POMMAR’s, given the social pressures and the inclusive philosophy of many organizations. Coletivo Mulher Vida, for instance, initially attempted to distinguish the most needy cases using a questionnaire that sought to catch the recognizable factors that often accompany domestic violence or abuse, yet gradually came to also accept as beneficiaries the friends and colleagues of young girls already selected. The lesson for POMMAR may be to pay conscious attention to the different selection strategies used by subgrantee NGOs; this would avoid the possibility of veering too far away from the true targets, the most at-risk youths. In

addition, POMMAR could encourage the replication of successful targeting strategies between projects, or “partnering” of organizations with sophisticated methods, that could refer youths who are identified to programs without such systems.

Leveraging of Funds

POMMAR has been quite successful at leveraging funds for subgrant recipients and for collaboration with other institutions on workshops, seminars, and training events. POMMAR requires a 25 percent match from subgrant recipient organizations, and through this mechanism is able to document a total match of R\$2,858,088 (approximately U.S.\$2 million).

In addition, POMMAR has been instrumental in negotiating funding for subgrant recipients from other sources. This has been made easier by taking advantage of the aforementioned trend of factors influencing the implementation of the project—namely, that more funding from Brazilian government sources has been made available to NGOs, especially through the Brazilian National Bank for Economic and Social Development, BNDES. Other non-Brazilian government sources include UNICEF, IDB, Terre des Hommes/Holland, and The British Counsel. POMMAR was directly involved in securing a total of R\$942,440 (approximately U.S.\$700,000) for seven different projects in 1998 alone (approximately R\$800,000 of the total is made up of two grants from BNDES: one for EDISCA and another for Pracatum). Other negotiations, especially with BNDES and the W.K. Kellogg Foundation, are underway. Many subgrant recipients described how POMMAR’s support of their projects had helped them indirectly in securing funding from other sources.

Close-Out Strategies

In light of the likely extension of the project for another three years, the evaluation team feels that a few suggested action-strategies will permit the POMMAR team to make the most impact with its remaining resources and efforts. These strategies are listed below.

1. *Systematize successful experiences.* Several models for NGO initiatives have been documented and publicized by POMMAR already. These include the EDISCA kit, the video produced by CRIA, and the database of CEDECA/CE. Such model actions can be modified and adapted for use by other NGOs. Even when POMMAR financing stops, the strategies can be replicated by other members of the movement.
2. *Continue to promote networks.* The coalitions fostered in all four cities may prove to be POMMAR’s most lasting legacy in terms of public awareness, policy change, and cooperation among civil society organizations. Continuing support to these networks should remain a priority, especially inasmuch as funding permits them to strengthen and formalize the organizational arrangements, rather than simply funding one campaign or workshop.

3. *Conduct impact measurements.* As mentioned above, the need for quantifiable measurements of the value of activities supported should be built into all projects that POMMAR funds. Subgrantee NGOs can be trained to do this as a matter of course, if they do not already possess the technical capability. For example, new funding to NGOs may be made contingent upon the NGO conducting a baseline survey.
4. *Emphasize NGO sustainability.* Several of the standard strategies for NGO survival ought to be more forcefully promoted: diversification of funding bases; partnerships with the private sector; engaging in income-generating activities; and generally professionalizing the organizations through such means as collection of membership dues, provision of quality services, etc.
5. *Scale down the portfolio.* Six years into its existence, POMMAR should limit the number of new NGOs it supports. Priority might better be given to follow-up activities that build on prior projects, especially those that replicate proven successes (e.g., Escola do Parque and Coletivo Mulher Vida).

Funding Mechanism with USAID

Three institutions besides DCOF are involved in the funding mechanism for the POMMAR project: Partners of the Americas/Washington, ABCA, and USAID/Brazil. Contracts are handled through the regional USAID office in La Paz, Bolivia. The POMMAR office itself, while not an institution in its own right, functions almost as if it were an NGO. The proposed and actual roles of each are described here.

Partners of the Americas/Washington

Partners is the entity legally responsible for the execution of the project. In the 1994 proposal, Partners was to have contributed to project execution in the following ways:

- Partners committees in the United States were to “build POMMAR project activities into their annual plans. This will include support for travel/scholarship grants and activities related to youth, health, women in development, and democratic initiatives. In addition, the Partners chapters will access other sources of funding through the Partners/Washington office to support the project.”

In fact, the involvement of the committees in the United States did not materialize. The evaluators have no knowledge that any other sources of funding were accessed.

According to POMMAR and ABCA, contacts that were made with Partners committees in Brazil were not beneficial due to a lack of coherence or connection between the goals and objectives of the POMMAR project and the expectations and capacities of the Brazilian Partners committees

in POMMAR target cities. After several unsuccessful attempts, POMMAR decided not to pursue the matter further. USAID/Brazil agrees with this decision.

- “Each year, Partners will do a thorough program evaluation. The evaluation will focus on the immediate objectives, activities, and outputs.”

The evaluators do not have information on whether these evaluations took place.

- Cost sharing: “[Partners] agrees to expend from non-federal funds an amount at least equal to 22.5 percent of the total core funding provided by USAID.” The project budget included Partners cost-sharing of \$101,500 for travel and scholarship grants and \$111,900 for training.
- The 1997 extension proposal outlines the following cost-sharing for Partners: “tuition reductions and internship placements in the United States and U.S. and Brazilian volunteer technical assistance and training activities. The projected amount of cost-sharing by Partners is projected at approximately 10 percent of the Grants and Training line item, or \$116,938 (including indirect costs) over the life of the three-year extension.”

According to the financial reports available to the evaluators as well as statements by USAID/Brazil, this cost sharing *did not occur*.

- “In addition, Partners will continue to identify other sources of support for the project, such as through joint funding with international agencies such as the Inter-American Development Bank (IDB) and UNICEF.”

The identification of other sources of support by Partners did not occur, though POMMAR staff have been effective in leveraging funding within Brazil with the assistance of the USAID/Brazil Program Officer.

- The proposal states that to ensure project implementation, “The U.S. coordinator for the POMMAR Project will be Edward Potter. He will serve as liaison to the Project Director. His primary responsibilities will be to facilitate technical assistance from the United States and to assist U.S. partner chapters to design appropriate programs for Brazilian professionals who receive travel and scholarship grants. He will be the primary contact for all U.S. professionals traveling to Brazil and all Brazilians in the United States under the POMMAR Project.”

Mr. Potter left Partners in the early years of the project. Stuart Beechler assumed the coordinating responsibilities in Washington until he was transferred to Brazil to direct the project in 1996. The evaluators were informed that Partners did not name anyone to specifically coordinate or backstop the project in Washington after Mr. Beechler’s transfer.

Partners is also responsible for final comprehensive financial and programmatic reporting to USAID/Brazil. It has fulfilled this function well, with the possible exception of financial monitoring (see section above on suggestions from the midterm evaluation on monitoring). As

the institution responsible for managing and implementing the project, Partners has received indirect costs at a rate varying from 22.6 percent to 28.8 percent of funds, a total of \$845,332 projected for September 1994 to September 2000.

Associao Brasileira dos Companheiros das Americas (ABCA)

ABCA, the Brazilian Partners umbrella organization, is also a fully-registered Brazilian NGO. The original POMMAR proposal states that ABCA “will provide complete accounting and management services for the POMMAR Project under the direction of the POMMAR project director. In addition, ABCA will provide training in financial management and accounting procedures to NGOs participating in the project. The project director will set up an invoicing and tracking system with ABCA in which all subproject and research project disbursements will only be made with his approval.”

The 1996 midterm evaluation found ABCA deficient in its responsibilities in training and the timely financial monitoring of subgrants. Since then, these deficiencies have been overcome. The financial management system is working well, and subgrant recipients have received the training foreseen in the proposal.

USAID/Brazil

USAID/Brazil’s responsibilities are defined in the “substantial involvement” clauses of the cooperative agreement with Partners. These include the approval of key personnel and the approval of subgrant projects, as well as general programmatic and financial oversight. USAID/Brazil assigned Filomena Lentini as project officer to oversee the project. The 1996 midterm evaluation cites the difficulties in defining project direction that required a high level of involvement on the part of USAID/Brazil in the subgrant approval process. The disagreements resulted in serious delays in subgrant approval, and was one of the important factors in the decision to replace the POMMAR project director in 1996.

Since 1996, POMMAR has defined its mission and priorities more clearly, and the major difficulties in subgrant approval have been resolved. USAID/Brazil reformulated its special objective on at-risk youth based on its experience with the POMMAR project. The project officer was promoted to the post of USAID/Brazil program officer in 1998, broadening her responsibilities to include all of USAID’s portfolio. The project officer post is unfilled.

The reduction in the intensity of USAID/Brazil’s oversight of POMMAR reflects the increased coherence of objectives between the project and USAID/Brazil, as well as the experience gained by POMMAR staff. However, it also may be partly responsible for USAID/Brazil’s failure to detect earlier POMMAR’s projected funding shortfall and the lack of counterpart spending by Partners. In addition, serious programmatic issues including impact measurement, cost-effectiveness, and replicability remain to be addressed in POMMAR. With the current staffing

configuration, it is doubtful that USAID/Brazil will be able to give sufficient attention to these matters.

Options for the Future Funding Mechanism

USAID/Brazil has recognized the POMMAR project's valuable contribution to the issue of at-risk youth. With help from USAID/Brazil, POMMAR staff are developing a proposal to extend funding to September 2003, though probably at a lower level of funding than the present grant, and at a decreasing level each year. Total funding will likely be on the order of \$800,000 for the first year, decreasing to approximately \$600,000 in the last year. The evaluation team agrees that an extension is desirable to consolidate the experience gained since 1994.

There is concern about the project's impact at this reduced funding level if the existing grant mechanism is used. After removing Partners' indirect costs (over 28 percent now, and projected to be at least as high next year), USAID/Brazil's management expenses, ABCA's fees for accounting services, and POMMAR's expenses to operate offices in three cities plus travel to Brasilia, little funding will remain for project activities that benefit at-risk youth. USAID has asked the evaluation team to comment on future funding mechanism options. The options are as follows:

1. Continue funding through Partners.

This option is attractive only for its bureaucratic simplicity. Until now, little value has been added to the project by Partners in return for a high indirect cost rate. The promised involvement by Partners committees, funding for training, accessing other funders, and counterpart funding have not materialized.

2. Re-compete the proposal.

This option would be time consuming, expensive, and would not take advantage of the experience gained to date by the POMMAR project.

3. Have POMMAR become a legal Brazilian NGO so USAID/Brazil funds POMMAR directly.

This option is attractive only superficially. The process of founding and legalizing an NGO in Brazil is lengthy, costly, and bureaucratic. It could not reasonably be completed in the time required nor within the current budget. In addition, the fledgling NGO would have difficulty passing muster with the USAID contracts office in La Paz due to its lack of a funding track record. Finally, creating an NGO around a project is philosophically unsound. Successful NGOs arise from a felt need of the community, not as an artifice to continue funding a successful project.

4. Fund ABCA directly.

As mentioned above, ABCA is a fully-legalized Brazilian NGO with a sound history and special expertise in training for institutional strengthening of NGOs. It has received funding in the past from a variety of national and international sources and would have little difficulty passing inspection by the USAID/Bolivia regional office. In addition, ABCA has been involved in POMMAR from the project's beginning. ABCA feels it is capable of assuming funding for the POMMAR project and is willing to assume responsibility for negotiations with the Partners headquarters office in Washington.

Recommendation: The evaluation team feels that exploration of the last option (funding through ABCA) merits serious consideration. It is most likely the preferred mechanism, provided ABCA can fulfill USAID's bureaucratic requirements.

Appendixes

Draft Scope of Work

USAID/Brazil At-Risk Youth Program Midterm Evaluation, July 1999

I. INTRODUCTION

USAID/Brazil's Special Objective 1 - Improved ability of at-risk children and youth to become productive, healthy citizens - seeks to strengthen the capacity of local government and non-governmental organizations to provide services to children and youth aged 7-18 who are separated from appropriate family/parental-like care and protection, or are at risk of becoming separated. The activity is implemented by the National Association of the Partners of the Americas - NAPA through the POMMAR Project.

The At-Risk Youth project started its activities in November 1994. A first three-year extension was approved in FY 97, and another three-year extension is projected to start in FY 00, bringing the expected termination of the activity to FY 03. A midterm evaluation was carried out in November 1996, following the identification of numerous and recurring administrative problems. The main evaluation recommendations were: a) develop impact indicators and improve monitoring of subgrants; b) increase expenditure rates and award larger grants combined with longer timelines; c) focus training efforts on institutional strengthening of subgrant recipients; d) improve data collection and reporting mechanisms; e) redefine the role of the Technical Advisory Group.

Several programmatic, administrative and management changes took place after the first midterm evaluation. USAID redesigned the SO and the results framework, while POMMAR's administration implemented several mechanisms to strengthen its management and monitoring capacity in the target areas. The country's capital, Brasília, was added to the target cities, which now count on the presence of local coordinators. Strategic alliances have been established with other donors and, particularly, with local foundations, thus maximizing the impact of USAID's investment. Lessons learned in the first phase of project implementation directed changes in the program focus, strengthening activities linked to the promotion of formal education and youth participation in the country's democratic process. Some administrative and reporting problems still persist, which led to a recent amendment to be authorized due to an early pay off of subgrant funds.

II. PURPOSE OF THE EVALUATION

The purpose of the second midterm evaluation is to assess the implementation so far of the recommendations made by the first midterm evaluation team; assess the adequacy of POMMAR's management and monitoring mechanisms; evaluate progress to date toward the achievement of established objectives; assess the adequacy of the current granting mechanism and recommend changes as needed; and assess progress toward the design of a phase-out strategy. The evaluation will identify

constraints to achieving project objectives and make recommendations for project improvement, besides providing recommendations for fine-tuning the strategy for the projected three-year extension.

The results of the evaluation will be used by G/PHN/HN/EH, USAID/Brasília and Partners of the Americas to assure achievement of project objectives in remaining years of operation and to highlight lessons learned which may be considered when designing future activities.

III. BACKGROUND

Brazil is a country of considerable contrasts. Encouraging social and economic indicators in fact mask an uneven regional development process. Considerable income and wealth concentration (only 10 percent of the population hold 49 percent of the total income), on the one side, and racial and gender discrimination, on the other side, subject thousands of children and their families to conditions of social and personal risk, poverty, illiteracy, lack of education, child labor and sexual exploitation.

Two thirds of Brazil's malnourished children that is, approximately 1.5 million children, live in the Northeastern region, which also has the country's highest infant mortality rate (74/1000). The Northeast is the region with the fastest growing school age population, and the weakest social and health infrastructure.

The chart below depicts some of the different indicators for Brazil and the northeastern region, where USAID directs its assistance:

Socioeconomic Data

INDICATOR	BRAZIL	NORTHEAST
Population (millions)	156	45
Population aged 0-17 (millions)	57	19
Gross Domestic Product (US\$)	5,240	2,559
Infant Mortality Rates (#/1000)	39	74
Illiteracy (percent)	19	31
Income and Poverty (Gini Index)	0,58	0,58
Education – Promotion rates (%)	62	55
Adolescent Pregnancy (%)	7,4	8,2

Source: Indicators on Children and Adolescents – Brazil 1991-96; NICEF/National Institute of Geography and Statistics

Since November 1994, with Displaced Children and Orphan's Fund (DCOF), USAID/Brasília established its At-Risk Youth Project (Projeto POMMAR), a cooperative agreement awarded to Partners of the Americas. The project focuses on the poorest Northeastern capital cities of Recife, Salvador and Fortaleza, and the country's capital, Brasília. The strategic work areas are: (1) Access to quality education and professional development of young people as basic conditions to become healthy and productive citizens; and (2) Full protection of children and young people who are the victims of

violence, sexual abuse and child prostitution. These are complemented by interventions in the areas of citizen participation and health.

To date, the POMMAR office has developed 22 subprojects with non-governmental organizations (NGOs) to carry out activities with at-risk youth. The project collaborates directly with Brazilian NGOs, joining forces with Brazilian agencies and funders, and international donors, building synergy and leveraging resources to achieve greater economic impact. The focus of the new proposed extension (through 2003) is documentation and dissemination of best practices that can be utilized by other organizations and influence the design and implementation of public policies.

IV. STATEMENT OF WORK

The team will complete the following tasks:

1. Assess the overall accomplishments of the At-Risk Youth program in Brazil to date and the appropriateness of the project strategy, taking the following into account, where relevant:
 - a) Whether established goals are being met;
 - b) Whether recommendations of the first midterm evaluation have been implemented;
 - c) Factors that have affected project implementation
 - d) Lessons learned that are relevant for future planning actions
 - e) Whether administrative and management systems are adequate to meet the project objectives.
2. In light of the above, analyze the adequacy of the current USAID strategy and recommend additions or improvements for the implementation of the next 3-year phase.
3. Assess the appropriateness of project progress indicators, data collection, and monitoring systems developed as a result of the recommendations made by the first midterm evaluation team.
4. Evaluate the adequacy of the strategies and methodologies being used in each of the project's programmatic and geographical target areas and provide recommendations as to what strategy and interventions from the ongoing program should be supported in the three-year extension.
5. Assess how POMMAR's support has contributed to the institutional building of NGOs involved.
6. Assess how POMMAR's efforts for fund leveraging directed to supported NGOs have contributed to the sustainability and expansion of activities of each subgrant.
7. Assess whether POMMAR's strengthening of networking between government and non-governmental organizations has been effective in fostering the implementation of educational and advocacy strategies.
8. Assess progress toward the design of a phase-out strategy, addressing issues such as use, maintenance and dissemination of data acquired and produced by the project, transition of current subgrants to other

donors or to a sustainable status, planned close-out reports and conferences, among others.

9. Evaluate the adequacy of the current USAID granting mechanism and its impact on the project's capability to achieve results, and propose changes as needed.

V. METHODOLOGY

The methodology will consist of a desk review of relevant documents to be provided by USAID, and of an assessment of the development of current grants, to be prepared by the POMMAR staff. Such desk review will be the basis for the selection of the sample projects to be visited in Salvador, Recife, Fortaleza and Brasília, during a two-week period.

The following documents should be reviewed:

1. RFA Brazil 94-001 - Attachment III - USAID Program Description
2. Partners of the Americas - Cooperative Agreement Proposal
2. Partners of the Americas - Project Extension Proposal (1996)
3. Partners of the Americas – POMMAR 1998 Annual Report
4. POMMAR's 1999/2000 Workplan
6. POMMAR's document to DCOF requesting a Total Cost Extension of the grant
7. USAID/Brazil's R4/2001 report
8. USAID/Brazil's Strategic Plan (1997)
9. Indicadores sobre Crianças e Adolescentes - Brasil, 1996-2000 (UNICEF, 1998)

The team will make site visits to Recife, Salvador, Fortaleza and Brasília to review a representative sample of current program activities. It is also proposed that the team be prepared to give a debriefing to USAID/Brasília and POMMAR staff at the end of the site visits.

VI. DURATION AND TIMING

The evaluation is tentatively scheduled for the first half of June 1996, for a two-week period.

VII. TEAM COMPOSITION AND SIZE

The team should consist of a member of the first evaluation team and a second expert to be identified by AID/W and the USAID/Brazil Mission. USAID/Brazil At-Risk Youth Team Leader will accompany the team in part of the site visits.

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